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ABSTRACT

The Association for the Development of Education in Africa (ADEA) organized an assembly on nonformal education (NFE) for the following purposes: share information on the ADEA's internal organization and functioning; exchange information on the activities and organization of the ADEA's 10 national working groups; discuss issues, concerns, and priorities in the provision of NFE and the findings of research sponsored by the working group on NFE; and identify areas of collaboration with other working groups, institutions, and agencies. The assembly was attended by 105 participants from 28 countries. The following were among the assembly recommendations: articulate a clear policy for NFE that reflects a comprehensive, holistic approach; develop NFE programs targeted toward marginalized groups; provide NFE in local languages and make it relevant and accessible by including traditional ways of learning and local content; and identify and facilitate access to human and financial resources from other countries. (Appended are the following: agenda; list of participants; mission and operating principles; results of the first Biennial Research Programme; research paper "Widening the Circle: Enlisting the Collaboration of New Partners in African Educational Development" (Peter Easton, Rosemary Closson); and conclusions and recommendations from the working group on books and learning materials.) (MN)

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ASSOCIATION FOR THE DEVELOPMENT OF EDUCATION IN AFRICA

Assembly on Nonformal Education

Dakar, Senegal
12-14 October 1997

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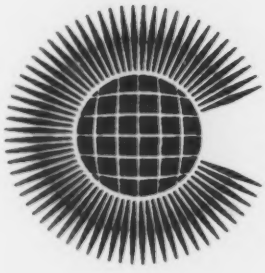

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ASSOCIATION FOR THE DEVELOPMENT OF EDUCATION IN AFRICA

Assembly on Nonformal Education

Dakar, Senegal
12-14 October 1997

Education Department
Human Resource Development Division
Commonwealth Secretariat
Marlborough House, Pall Mall
London SW1Y 5HX

February 1998

Assembly on Nonformal Education

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Section 1
INTRODUCTION

1. This Assembly was organised by the Association for the Development of Education in Africa (ADEA) - Working Group (WG) on Nonformal Education (NFE).

   ADEA is a consortium of development/support agencies and African Ministries of Education. It has a Secretariat located at the IIEP in Paris which co-ordinates and monitors the activities of ten ADEA Working Groups. The WG-NFE was constituted at meeting in Dakar, Senegal in February 1996 and was formally accepted as an ADEA Working Group in March 1996. The Swiss Agency for Development and Co-operation is the lead agency. The co-ordinating Secretariat is located in London and comprises the Commonwealth Secretariat (London), the Club du Sahel OECD (Paris) and UNESCO (Paris).

2. The objectives of the Assembly were:

   - To share information on the internal organisation and functioning of the ADEA - Working Group and the Steering Committee for NFE;
   - To exchange information on the activities and organisation of National Working Groups (NWGs).
   - To discuss issues, concerns and priorities in the provision of NFE;
   - To discuss the findings of research sponsored by the WG;
   - To identify areas of collaboration with other ADEA - Working Groups and with relevant institutions and agencies.

3. The programme for the Assembly is attached as Appendix 1. One hundred and five participants attended the Assembly from 28 countries (Appendix 2).

4. The Assembly took the form of plenary sessions and group discussions. During one half-day a joint meeting was held with the Working Group on Books and Learning Materials. The sessions were conducted in English and in French.

Section 2
Opening Session

The Assembly on Nonformal Education opened on 12 October 1997 with a lively presentation prepared by the Senegal National Working Group.

With his drum under arm, the traditional "griot" announced the new situation of nonformal education in Africa: although once minimised and given little consideration, the results of nonformal education activities in the field throughout Africa demonstrate its effectiveness and can no longer be ignored! Five villagers from different regions in Africa each gave a personal testimony to explain how nonformal education has changed their lives, given them new confidence, brought about improvement in health and economic conditions and led to more active participation in their society. The villagers were linked by a bright ribbon, representing the need for collaboration, co-operation and co-ordination among the people, governments and the donor community. The presentation ended with a song calling for the unity of Africans to reinforce nonformal education and make their dream of development supported by basic education a reality.

Mr Ahlin-Byll Cataria representing the Swiss Agency for Development and Co-operation which is the lead agency for the ADEA-WG on NFE welcomed participants. He observed that the attendance at the Assembly was a testimony to the commitment of many people including ministers of education to NFE in Africa.

Since its formation the ADEA-WG has attempted to act as a catalyst for local initiatives. In its work the WG has also stressed the need for complementarity between formal and nonformal education. In addition, the WG hopes that through its work a spirit of co-operation and productive collaboration among the various partners - government, private sector and civil society will become a reality.

Hon M. Ndoye, Minister of Education, Senegal thanked all those who were involved in the establishment of the WG for their continued support and also welcomed those who were participating in an activity of the WG for the first time.

He stressed the following two important considerations in discussions on NFE

(i) NFE takes account of political, social and economic changes and targets women, young people, adults and children not in the school system.

(ii) NFE has an important role to play in education for development since it affords all persons an opportunity to be able to participate in developmental activities.

Despite an acknowledgement of the importance of NFE, education budgets for NFE remain relatively small. These are some of the concerns that were discussed and which led to the formation of the ADEA-WG on NFE.

Hon Ndoye stressed that the work of the ADEA-WG should be kept in perspective and not stifle efforts at country level. He observed that national working groups had a key role to play in expressing needs within a national context and developing an agenda. He challenged national working groups to take charge of NFE, define priorities and strategies and not to develop programmes and projects that are totally dependent on external resources.

He noted the need to bring the communities/groups involved in NFE closer together. However, he advised that given high costs of travel within the region, it is important that these groups consider options that are feasible and list priorities since it is impossible to do everything that is required at the same time. The challenge is to access and make best use of whatever resources may be available.

He advised that activities at national and international levels should draw on the experiences of initiatives undertaken in various parts of Africa and build on what is already in place. He asked the country working groups to let their expectations be known and to join with the ADEA-WG to achieve common goals and objectives in education, to carry out programmes and to increase regional co-operation in education in Africa.

Dr Lucy Steward presented the mission and operating principles of the ADEA-WG (Appendix 3).

The fundamental mission of the Working Group on Nonformal Education is to contribute to the achievement of the goal of "Education for All" in Africa by providing a forum and means for:

- developing the nonschool and nonformal dimensions of education systems in Africa;
- reinforcing their contributions to overall education system performance;
- perfecting the linkages between education and society that they provide; and
- building new and constructive frameworks to strengthen partnerships between educational ministries and the many direct providers and beneficiaries of nonformal education.

Section 3
National Working Groups

At national level there is need for political will, policy and dialogue. However, these are not substitutes for individual responsibility in enabling all persons to benefit from education at formal and nonformal levels.

The presentations of the National Working Groups (NWG) were made in a panel discussion which was moderated by **Dr Adama Ouane**. He asked presenters to inform participants of the motivation to form a NWG; the membership and autonomy of the group; issues in the establishment of partnerships; and, the priorities identified by the NWG. Representatives of Working Groups in Burkina Faso, Cote d'Ivoire, Guinea, Namibia and Senegal participated. A summary of the discussions is given below.

Formation of the NWG

Before the NWG was formed in all the countries represented there was already a recognition of the important role of NFE in addressing concerns of illiteracy and in attempts to achieve universal basic education.

In **Burkina Faso** there was a tradition of consultation among the government and other development partners. Also since the 1990s, that country has had a dynamic policy for literacy implemented through national structures. Seminars and workshops were held to take stock of the achievement and plan literacy activities. The presence of highly committed and motivated persons who participated in these activities provided a nucleus for the formation of a NWG in the form of an Association for the Promotion of NFE.

In **Senegal** the driving force for the formation of the NWG came from the Ministry of Basic Education and National Languages. The Ministry took the lead in inviting all the actors in NFE to a General Assembly to discuss issues and concerns in the provision of NFE across the country. This national consultation provided a forum for the formation of the NWG which was formally launched in March 1997. The NWG, which does not yet include all funding agencies is expected to be a strengthened forum for addressing concerns of illiteracy and for reflecting on ways to improve both formal and nonformal provisions. A consultative mechanism in the form of a co-ordinating body comprising various stakeholders and funding agencies was already set up.

Since **Namibia** obtained its independence seven years ago, the Department of Adult and Basic Education has been promoting NFE though collaboration among stakeholders in both public and private sectors and from NGOs. The NWG was initiated by the Ministry of Education in recognition of the important role of NFE in efforts to redress imbalances in the society and to develop adult basic and continuing education. Guidelines were issued for NGOs and other partners to work with government and community organisations.

In **Guinea** there is concerted effort to involve all partners in attempts to achieve universal basic education. After the 1996 meeting in Dakar when the proposal for the establishment of the ADEA WG on NFE was discussed, the Minister of Education in Guinea requested from some countries information on structures to co-ordinate NFE. The information received was used as a basis for the formation of a nucleus comprising five persons who were asked to take steps necessary for the formation of the WG.

Membership and partnerships

All countries have made efforts to include in the NWG representatives of government, the private sector and NGOs. Since the Ministry was in all cases the body which initiated the establishment of the NWGs there were concerns about the dominant role that the Ministry can possibly play in the NWG. However, the representatives of the NWGs explained that the Ministries were making every effort to foster trust and build genuine partnerships.

In **Burkina Faso** it was agreed that the administration should be under the auspices of the state. The NWG recognised that the Ministry of Education is the main body charged with responsibility for education at formal and nonformal levels. And, the challenge the NWG faced was to find a balance between state intervention in the NWG activities and autonomy of the NWG

Donor involvement and funding

The involvement of donors in the activities of the NWG was desirable. However, as the groups become established there are issues that need to be addressed for effective partnerships.

In **Namibia** the donors deal mainly with government since most donor-funded education projects are through agreements with governments.

In **Burkina Faso** donors take part in activities. In addition, the NWG charges an annual membership fee as part of its fund raising strategy. The NWG can facilitate strategic positioning of the donors to work around national priorities.

Donors in some countries hold consultations with various stakeholders since education is not delivered by government only. At the international level, in ADEA the challenge is to achieve openness and focus and this requires co-operation among the donors, the policy makers and other stakeholders. The Biennial is an expression of this co-operation and partnerships that go beyond state and donor agencies. There is no set formula for partnerships which usually evolve in a form that is realistic and practical in a given context.

Issues being addressed by the NWGs

The issues being addressed by the NWGs include clarifying the mission of the NWG; developing a plan of action; examining the status of NFE; skills training; gender imbalances; and dissemination of information.

Since the NWGs are relatively new and they comprise persons from various sectors, the groups are spending time to clarify objectives and to identify what value-added benefits they can achieve through this forum. Through those consultations they are also identifying priorities and developing a plan of action. In three of the countries represented studies were undertaken and the findings will include information on the status of NFE. These findings will also inform the NWG's plan of action.

Gender issues are being addressed in all the activities. The Assembly was reminded that gender issues go beyond recruiting women for literacy classes. In fact, in **Namibia** there are more women than men in the literacy classes. The NWGs are concerned with the number of women and men participating in projects and programmes; linguistic and curricula issues and those socio-cultural factors that contribute to gender imbalances.

The NWGs are also concerned about curricula and instructional delivery in NFE and in the formal system. One major objective of the NWGs is to establish and promote complementarity of formal and nonformal education provision. The Assembly was also reminded that NFE is not restricted to literacy but also includes other areas of education including technical and vocational education and training.

Further, the NWGs are attempting to articulate the contribution that NFE can make to good governance, in general, and to decentralisation, in particular. In this regard, the NWGs of **Burkina Faso** and **Senegal** are planning an exchange study visit to enhance the skills and competence of locally elected officials.

With respect to skills development, the NWG in **Namibia** recently convened (in collaboration with the Education Development Centre, Boston and the ADEA-WG) an international workshop on competency-based community skills development. Centres will be established in communities for skills training. They will be managed by boards comprising representatives of various stakeholders. The content of the training programmes will be developed through a nationwide needs assessment survey in consultation with the beneficiaries to promote ownership, sustainability and to ensure that programmes are relevant to the needs of the communities.

Issues arising from the presentations

<u>Rationale for forum at national level</u>

Participants were informed that the creation of NWGs was not a condition for establishing links between country activities and the work of the ADEA-WG. Some countries may already have a forum or an association established to deal with the co-ordination of NFE and may not see the need for the creation of a new body. It

was clear that the exact nature, structure and title of any forum at national level should be left to country participants and may range from a NWG to an Association for NFE or it may be an informal arrangement. A strong case was made for the establishment of a structure such as a NWG for the co-ordination of NFE since the players are varied in terms of policy, pedagogy and resources. Also many of the NGOs are donor-driven and work in isolation. Where there is donor ownership the co-ordination and the sharing of information are limited. Also in some countries the government's programme may be relatively small and not accessible by donors.

There is need for a new orientation to NFE which encompasses issues like good governance, democracy and human rights and is not restricted to adult literacy. The current situation in many countries results in duplication and a lack of a common understanding of issues and strategies to address them. Given the seriousness of this situation the Assembly was advised that a laissez faire attitude to co-ordination of NFE at local level is unacceptable. Instead, the various actors need to come together in a systematic way and in a common platform in order for them to be more effective and to reduce wastage.

In this context, a suggestion was made that the ADEA-WG can help harmonise efforts, sensitise policy makers and help NWGs to develop a platform and mechanisms through which they can speak with one voice and maximise use of available resources in order to deliver NFE cost effectively.

The Assembly stressed the need to examine and articulate the added value which the ADEA-WG can bring through interventions at national level. For example the ADEA-WG can help with:

- the provision of specialists
- catalysing local initiatives
- quality assurance through regional co-operation

A key question is the status and degree of autonomy of the NWG in relation to their individual constituencies. Should the NWG initiate its own activities? Should the NWG have its own sub-national structures? If yes, how and what for? How to stimulate the participation of donor agencies in the work of the NWG? Is it not better for the WG to search for value added and not duplicate or substitute itself to its individual members? These were some of the issues discussed and participants recognised that the modality selected will differ from country to country.

Nonformal education is for all, but especially for those who want to improve themselves in order to lead a decent and honourable life. Given the diverse populations from which these people come it is unrealistic to have a specific or fixed curricula for NFE.

Section 4
RESEARCH

Presentation

Researchers who had participated in the various field studies sponsored or endorsed by ADEA over the preceding two years were invited to meet in separate sessions in Dakar during the first two days of the Assembly in order to draw up a "balance sheet" of the work accomplished and to prepare a presentation on it for the plenary sessions of the General Assembly.

Participating researchers began by reviewing the entire set of studies already conducted (and recapitulated in Appendix 4) and then turned to discussing common denominator themes both in respect to principal findings and to the methodology used. Some of these are evoked in the keynote paper on the Working Group Research Agenda that the IWG had been requested to prepare for the biennial and which was delivered in a plenary session on the second day (See Appendix 5).

The essential theme which formed common denominator of the sponsored research topics involved *discovering the present and potential dynamics of the new generation of nonformal education activities emerging continent-wide*: activities sponsored by a variety of new actors, bearing new relationships to formal education, and meeting new needs for local direction of socio-economic life and for democratic participation.

From a methodological point of view, most studies adopted to one degree or another a participatory approach. To begin with, the entire WG/NFE research program as well as the associated studies realized under other auspices involved setting up mechanisms so that a centrally-proposed research agenda could be both modified and then carried out with a great deal of autonomy and latitude by national research teams in a number of different African countries – not by outside "experts" or consultants. Second, a number of the studies were then implemented with a large measure of participation by local researchers named by the different communities or groups involved and trained by national researchers as their partners.

The common position of researchers participating in these opening sessions was that the research initiatives undertaken during the first mandate of the Working Group had been extremely valuable both as means for generating relevant knowledge for nonformal education policy in Africa and as training exercises for all those involved. The sense of the group was that they should definitely be extended and developed, but that several important issues needed to be resolved first or in the meantime:

1. Though these initial studies had to be generated and executed separately from the creation of national working groups for lack of time, it was felt that subsequent research work should be carried out through those groups.
2. Likewise means should be found both to increase NWG and practitioner input into the selection of research themes and the ability of research teams to adapt themes to their particular needs and possibilities. At the same time, the interest of retaining a limited set of general research areas for any biennial period was recognized as a means of promoting exchange and comparison among participating countries.
3. Finally, the importance of dissemination of results – both substantive and methodological – was stressed, particularly within the countries concerned and across the African continent. Funding might be sought for workshops or other means of dissemination that would bring the fruit of the research more fully to the attention of African NFE practitioners and policymakers.

These topics and the related recommendations were then presented in plenary to the General Assembly of the WG/NFE. Though the researchers answered various questions and concerns raised by participants, time did not suffice to enter into a full-fledged debate of the research agenda and desirable future directions for it.

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Section 5
Joint meeting with Working Group on Books and Learning Materials

This joint meeting was used for discussing the work of the two groups which are addressing similar issues in the provision of quality universal education. The activities of the WG on Books and Learning Materials are in response to the need for a rational book policy strengthening national and local capacities in the provision of learning materials in both national and international languages for formal as well as nonformal education. The programme of this WG is hinged on a strategy to support development of the publishing sector for the production of materials in national and local languages.

Some of the concerns in implementing the strategy are due to a lack of inter-sectional collaboration in human resource development and logistical capability for the achievement of the objectives articulated by the WG; and a lack of policy at national level for book production and publication in national languages. Several case studies were presented and these are summarised blow.

The ADEA Working Group on Books and Learning Materials is composed of African Ministries of Education, development agencies and NGOs concerned with materials development and dissemination. It works in close collaboration with a partner organisation based in Harare, the African Publishers Network (APPEND), and the Special interest Group on Literacy (IGLOO).

The working group is committed to supporting processes conducive to the formulation of adequate national book policies, with the objective of improving the provision of good quality educational materials, effective schooling, and literacy across sub-Saharan Africa.

It strives to accomplish this by heightening the awareness of governments, the private sector, development agencies and NGOs, that a holistic approach, with substantial input from its African partners will lead to viable book policies.

The working group seeks to broaden its impact by creating a forum of policy makers, teachers, curriculum planners, publishers, book distributors, booksellers and authors, with a professional interest in book development and book delivery strategies.

The working group also tries to eliminate complex bureaucratic procedures (particularly in the fields of book procurement and inter-African trade) by urging governments, the private sector, development agencies and NGOs to adopt common strategies in national and regional book policy implementation.

Niger

Many efforts are underway in Niger to promote books and learning materials for basic education. The particular case referred to here is the special programme developed jointly since 1994 with the German Ministry of Co-operation through GTZ and the German Foundation for International Development (DSE). This included the training of authors in national languages. As a first step, an evaluation of existing materials was undertaken.

Some of the concerns being addressed at national level include private-public sector co-operation; the role of publishing houses in the publication of materials in national languages; the use of local resources in the promotion of teaching in national languages; development of a book policy; and, international co-operation in publishing.

The constraints faced are due mainly to lack of resources for training authors; lack of external technical support; inadequate capacity of local publishers; mismatch between demand for and supply of materials in local languages; and lack of capacity for self-sufficiency in publishing.

Some strategic responses to address these concerns are to:

- intensify training of authors;
- facilitate co-operation among authors in Burkina Faso, Mali and Niger;
- focus on production - oriented training;
- focus attention on technical details

Burkina Faso

This country has embarked on an innovative project of Satellite School (ES) and NFE Centres (CEBNF). Given the important role of local language in human and social development the project has as essential components local language and knowledge and community participation. Concerns that are being addressed include the training of authors and technical and financial considerations for sustainability and external assistance.

Some activities that are being initiated are the documentation of experiences; dissemination of learning materials; training in the use of local materials; competitive biding; cost-benefit analyses; and, sub-regional co-operation. This project is drawing on existing practices and the innovative approaches of two NGOs in creating a literate environment using both local languages and French.

The two experiments at significant scale are those of Elan Development and that of the Association TIN TUA (ATT). Elan Development has developed a method of

using local languages and teaching French from competencies defined for both adults and out-of-school children and youth.

TIN TUA is a national education NGO whose objectives include the following:

* to help reduce the illiteracy rate through its literacy programme in the GULMU region;
* to create a literacy environment by producing documents in local languages;
* to ensure financial and technical assistance to peasants in the implementation of their projects, the use of the new agricultural technologies and the fight against desertification;
* to organise complementary training sessions in co-operation with public institutions to ensure post literacy activities;

TIN TUA has become famous and internationally known, mainly through its:

- monthly journal LAABAALI, published in local language with input by neo-literates; (2000 to 3000 copies per publication)
- efficient method of learning French quickly on the basis of mother-tongue-literacy acquisitions;

Many learners from TIN TUA literacy classes have successfully taken formal school examinations (only after 235 hours of training) and joined the formal system.

In general, TIN TUA has learning programmes of about 600 hours each, after which the participants become competent enough to manage activities undertaken locally.

The constraints faced include:

- lack of a holistic approach to education in national languages;

- the small number of pilot schools and consequent reduction in demand for books in national languages;

Senegal

The state is committed to supporting publishing in local languages which play an important role in social and cultural development. However, like other countries in the region the constraints faced are due mainly to a lack of cost-benefit analyses, marketing strategies and control of retail. In addition, book production is not usually in response to market demands. One very interesting project is by a NGO called ARED (Associate for Research in Education and Development). Since 1986 this body has been developing local language publications for the North-Eastern population of Senegal. Cultural organisations are supporting this programme which is run on a commercial basis. The books are sold to the readers and this movement is resulting large scale literacy to equip potential readers with relevant competence or skills.

The literacy and NFE programmes of this country are well known. There is considerable experience in using local languages in formal schools and in adult training programmes. One concern is the development of a viable book policy. Recent experience has shown that the government and public agencies alone could not respond to demands. In one of the recent innovative approaches to reform the education system through a stronger regional and decentralised approach, a joint Project was launched with the GTZ. Besides using local language as medium of instruction, this project is striving to develop local capacity to create, produce and publish reading and learning materials. This project depends on co-operation among the state, the private sector, publishing houses, donors and the private sector.

Some of the concerns being addressed include:

- lack of clarity of roles of various actors in publishing
- no clear book policy
- non-standardisation of vocabulary and spelling;
- delays in publication.

Proposals have been made to identify areas of specialisation of publishers and to assign production in order to test local capacity. The limited capacities of local markets in individual countries call more and more for sub-regional or regional solutions.

The role of technology was also discussed in terms of access and local capability to maximise use of available technologies in publishing.

The presentations and discussions were relevant to participants of the Assembly since many of them work in the villages and communities. They are concerned with the availability of quality learning materials for use in local situations. Persons involved in NFE were able to learn of initiatives being undertaken to publish materials in local languages and to appreciate the constraints that arise due to scale and lack of capability and capacity at local level in many instances.

The conclusions and recommendations from the Working Group on Books and Learning Materials are given in Appendix 6.

Section 6
Priorities and programmes

Priorities and programmes in NFE were discussed in three group sessions. The groups discussed several common issues. A synthesis of the discussions is given below.

Establishment of national working groups

The groups agreed that there should be some kind of co-ordinating mechanism for NFE at national level. Countries in which there are no national working groups could benefit from the experience of those countries where groups are already established. However, given contextual differences among countries it is not feasible to have a prescribed formula for defining the roles, responsibilities and structure of these groups.

Information dissemination

Persons involved in NFE need information on initiatives being undertaken in African countries, examples of best practice, who is doing what and where, and what expertise and other resources are available for NFE. The ADEA-WG has an important role to play in this area and it should improve its newsletter and widen the circulation.

Capacity building

There is need for capacity building for NFE. This could take the form of training, secondment and exchange visits.

Policy

A clear national policy for NFE is required in many countries. This policy should be developed through consultation and participation of the many actors in NFE. The policy should also reinforce the complementarity of formal and nonformal education and the link between NFE and national development.

Partnerships

Partnerships were considered to be critical for effective delivery of NFE. The partnerships should extend to all groups involved in NFE. In order for community groups to be actively involved and for persons at grassroots level to have a say, a decentralised mechanism for involving partners is required.

NFE should include competency-based training at community levels. It is important that NFE is accessible to all those who are not reached through the formal education system: that is, people in remote communities and villages, persons in the informal sector, young people who are out-of school and out of work and those who cannot find work. NFE should help create opportunities for them.

Curriculum

Curricula for NFE should be based on the needs of the community. Programmes that are targeted to persons with disabilities and marginalised groups are required. There has to be room for incorporating specific content. However, there is also need for quality control to ensure that adequate standards are being met and to improve the status of NFE given the concerns about the low status in some countries.

Resource mobilisation

Persons involved in NFE need information about donors at national, regional and international levels who are (or may be willing) to fund NFE activities. A networking system across the region will also help educators to identify and access resources that may be available at local and community levels in the various countries.

Political will and support

The groups agreed that in some cases there was need to sensitise policy makers and community leaders to the benefits of NFE and the contribution that it makes towards human, social and economic development.

Gender considerations

All NFE programmes should take into account gender issues. These include the numbers of men and women in programmes, gender bias in curriculum content and instructional methodology and factors that contribute to gender imbalances in education processes including access, performance and sustainability.

There is need to train researchers for work in NFE. Special skills and methods are required to ask appropriate questions and to gain the trust and confidence of people in villages and communities. Researchers need to co-operate and share information, for example, on the design of studies.

Research

The ADEA-WG should make the findings of research conducted available to all persons. It should also facilitate research activities at local level and national groups should include research in national action plans.

Section 7
Collaboration with other institutions

Action-Aid

Two representatives (Ethiopia and Kenya) participated in the Assembly. They welcomed the establishment of the ADEA-WG.

They suggested that there could be many opportunities for collaboration to address education problems, identify options and promote innovations in a concerted effort to achieve the goals of education for all. One area of collaboration could be in the areas of research, for example, the link between NFE and economic development. Another possible area is in the development of teacher education materials.

Commonwealth of Learning

The Commonwealth of Learning (COL) is an intergovernmental agency with a mandate to create and widen access to opportunities for learning, making use of the potential offered by distance education and by the application of communication technologies to education. In the area of nonformal education COL has established a Special Interest Group to

- provide a forum for dialogue on nonformal education and distance learning;
- promote the use of distance learning in nonformal education, and
- promote an integrated approach to education, training and development.

COL has completed a scan of NFE programmes in which distance education methodologies are employed.

A research proposal has been prepared for documenting best practice and identifying lessons learnt. This proposal was discussed at a consultation held in Ghana in March 1996. The representative noted that COL would welcome opportunities to collaborate with the ADEA-WG.

The French Co-operation

The representative expressed willingness to collaborate with the ADEA-WG especially in the dissemination of research findings and information on activities. In particular, the Co-operation is interested in research on community participation and education for girls. The technical wing of the CEPEC International is based in Lyon, France.

The Health Women Counselling Guide

Dr Mary Ngechu (Kenya) presented resource materials which were developed by multi-disciplinary health communication teams each comprising a medical doctor, social scientist, illustrator and radio producer. The teams explored issues pertaining to women's health problems and health seeking behaviours. They also assessed women's knowledge and management of health problems. The attitudes of men, opinion leaders and health workers towards women's health were also recorded. The women interviewed stated that radio listening groups, meetings of women groups and songs were effective means of getting across important messages. Based on the data collected the teams worked with the women to produce illustrated booklets, a calendar and radio programmes. These materials are ready for dissemination and can be used as a regular source of education messages for farmers, community workers, rural and urban women, frontline staff and subject matter specialists.

International Literacy Institute

The International Literacy Institute (ILI), officially co-sponsored by UNESCO and the University of Pennsylvania, was formally established in 1994 in Philadelphia as the successor to UNESCO's earlier institute in Tehran. The ILI builds on more than a dozen years as a university-based research centre, the federally funded National Centre on Adult Literacy (NCAL). It works in close collaboration with UNESCO's Basic Education Division and its extensive international networks. The ILI and NCAL share the same building on the campus of the University of Pennsylvania, which also houses the nation's most advanced Literacy Technology Laboratory.

The ILI mission is to provide leadership in training and development in literacy, with a special emphasis on the needs of developing countries. The ILI defines "literacy" as primarily the core skills of reading, writing, and mathematics for children, youth and adults. Literacy also includes lifelong and work-related skills.

In March 1998 the ILI will convene a Regional Literacy Forum in Dakar, Senegal. The forum will provide an opportunity for exchange, discussion, and generation of information among policy makers, researchers, and practitioners from all over Africa. The Regional Forum will address the following themes

(a) planning, policy and evaluation;
(b) research and professional development;
(c) curriculum, assessment, and materials development;
(d) language and cultural diversity;
(e) gender and health education; and
(f) distance education and technology

Keynote speakers will include leading thinkers and practitioners in literacy from national and international institutions. Discussion will take place concerning the reinforcement of regional networks for improving the quality of adult education and

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literacy in the African region. Since the goals of the ILI and those of the ADEA-WG overlap there was scope for strengthened collaboration between the two bodies.

Organisation of African Unity (OAU)

The representative welcomed the opportunity to explore possible collaboration between the ADEA-WG and the OAU Training Division (BASE). He informed the Assembly that the main objective of BASE is to assist African countries in identifying and solving problems in education. BASE draws on the expertise of about 300 persons from universities and institutions. BASE has a 5 year Action Plan (1997/2001) in which NFE is a key component.

NFE is targeted to young people who are out of school and all persons who are illiterate. The main goal of the programme is to contribute to improvement of quality of life and to help individuals participate more fully in community life. NFE includes programmes that deal with health problems, nutrition, family planning, environment and income generation activities.

Other objectives of BASE are to

- centralise and disseminate information on successful NFE experiences;
- elaborate programmes for the education decade (1997/2006) adopted by the OAU Summit held in the Cameroon in July 1996;
- reflect issues of democracy and human rights.

Radio Listening Groups in Ghana

Dr Mary Ngechu also presented a project on the establishment of radio listening groups of men and women involved in small scale farming. Weekly distance education lessons are given to a group. The lessons are radio broadcasts or playbacks of recorded broadcasts. Before the broadcasts the groups engage in a discussion and listen to a resource person who is knowledgeable of the content of the broadcast. After the broadcast, there is a discussion on what was presented. The discussion focuses mainly on the relevance of the content to local situations. The discussions are recorded and analysed by researchers and producers in order to inform other programmes.

UNESCO - NGO Consultative Programme on Education

This programme involves approximately 100 NGOs.

The main aims are to strengthen the professional and managerial capacities of NGO staff members in various aspects of basic education programme planning, implementation and evaluation; to develop a specific Training Kit on NGO capacity building in basic education - adaptable to different cultural contexts and made available to a wide range of NGOs; and, to develop a plan for appropriate future NGO capacity building.

A needs assessment survey was carried out and the findings informed proposed activities. One major activity will be convening capacity building workshops. Since the NGOs in the UNESCO programme are in the main also those who are involved in NFE there was scope for collaboration between this UNESCO programme and the ADEA-WG.

Closing statements

Hon. M Ndoye thanked participants for their contributions to the Assembly. He noted that countries shared common concerns in their efforts to provide NFE. He congratulated the participants on their efforts at local level.

He encouraged countries that were attempting to set up a national working group, noting that these groups should not be regarded as government agencies or as NGO co-ordination bodies. They should ideally represent a partnership between government, and civil society. In this partnership arrangement priorities and activities could be defined and each partner should take responsibility for and ownership of actions necessary to meet agreed national goals. He also encouraged co-operation between countries especially in exchange of information and personnel and in maximising the use of resources at the pan-African level. He asked the ADEA-WG to support the national groups and to facilitate co-ordination of NFE at local levels. The support can be in the form of information dissemination, technical assistance, research and the development of a data bank. He also asked that the ADEA-WG assess its capacity to respond to requests and consider gradually delegating responsibilities to African institutions.

Section 8
RECOMMENDATIONS

The recommendations of the Assembly can be categorised as those requiring action at national level and those for action at the regional and international levels by the ADEA-WG.

NATIONAL LEVEL

1. To articulate a clear policy for NFE that reflects a comprehensive and holistic approach.

2. To establish or strengthen a forum for NFE. This may range from a National Working Group to an Association for NFE or it may be an informal arrangement.

3. To facilitate the participation of all stakeholders in a national forum to reflect on NFE provision and to collaborate in a concerted effort to address education concerns.

4. To develop NFE programmes that are targeted to marginalised groups, for example, persons with disabilities.

5. To mainstream gender issues in NFE programmes and to take account of gender issues in all aspects of NFE provision including instructional methodology.

6. To identify and facilitate complementarity between formal and nonformal education provision.

7. To provide NFE in local languages in an effort to provide more people in communities with the tools for self management and accountability in local development efforts.

8. To include in NFE traditional ways of learning and local content in order to make NFE relevant and accessible.

9. To include in NFE elements of values and civic education, for example, good governance, democracy and human rights.

10. To link NFE with developmental initiatives.

11. To collect and disseminate information on NFE practices and programmes in an effort to share experience and expertise and to reduce duplication of effort.

12. To develop effective communication policies to promote NFE and to sensitise groups in government and in civic society to its potential and capabilities.

INTERNATIONAL LEVEL (ADEA-WG)

13. Advocacy

To sensitise governments and donor agencies and to focus their attention on the contributions that NFE can make and encourage their support for the programme of national groups.

14. Information

To act as a channel of communication among the NWGs and between them and other external players; feeding into that channel experiences, knowledge and information about good practices.

15. Technical support

To facilitate the provision of experts, advice and resource persons for training and, in general, to help promote capacity building at national and local levels.

16. Resource mobilisation

To identify and facilitate access to resources - human and financial - from outside the country.

PROGRAMME

Day 1 (12 October 1997)

0900 - 0930	Registration
0930 - 1030	Opening Ceremony
1000 - 1045	Break
1045 - 1115	The Working Group on NFE - structure and operating principles
1115 - 1230	Presentation by Country Working Groups and Discussion
1230 - 1430	Lunch
1430 - 1530	Discussion continues
1530 - 1730	Group Discussions on priorities and programmes for NFE

Day 2 (13 October 1997)

0900 - 1030	Presentation and discussion of research and findings
1030 - 1045	Break
1045 - 1230	Presentation by groups and discussion
1230 - 1430	Lunch
PM Session	Meeting with Working Group on Books and learning Materials
1900	Reception

Day 3 (14 October 1997)

0900 - 1045	Collaboration with other Working Groups, institutions and organisations (eg ACTIONAID, Commonwealth of Learning, International Literacy institute, UNESCO/BMZ Project)
1045 - 1100	Break
1100 - 1230	Discussion, Recommendations and Conclusions

Appendix 2

ASSEMBLY ON NONFORMAL EDUCATION
(Dakar, 12-14 October 1997)

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Association for the Development of African Education
Working Group on Nonformal Education

MISSION STATEMENT

Our Fundamental Mission and Goal

The fundamental mission of the Working Group is to contribute materially to accomplishment of the goal of "Education for All" by providing a forum for

- ☼ developing the nonschool and nonformal dimensions of education systems in Africa;
- ☼ reinforcing their contributions to overall educational system performance;
- ☼ perfecting the linkages between education and society that they provide; and
- ☼ developing new and constructive frameworks to strengthen the partnership between education ministries and the many direct providers and beneficiaries of nonformal education.

Our Vision

We envisage and dedicate ourselves to helping build an African educational system that

- ☼ embraces, integrates and closely relates formal and nonformal varieties of education;
- ☼ enables people of all ages and backgrounds to begin and pursue their education whenever they are able by both formal and nonformal means;
- ☼ accords equal access to learning and related employment opportunity to both genders and all age and socioeconomic groups, while respecting and cultivating their unique yet varied contributions to sustainable development;
- ☼ gives voice, form and recognition of the wisdom and varied knowledge of African societies while vitalizing and strengthening these resources through the contribution of other cultures and traditions and. with the support of new technologies;
- ☼ includes within its purview nonformal basic education and the multiple varieties of continuing education, civic tra ining and workplace learning in

business, industry and professional life that are essential to African development and to national renewal in the 21st century;

- ☼ uses the many varieties of nonformal education as a vital bridge between formal training on the one hand and the application of new learning to the betterment of African life and to the pressing concerns of socioeconomic and political development on the other — and, where appropriate and needed, as a springboard into formal schooling for those who have hitherto had limited access; and

- ☼ links in complementary and productive ways local language literacy, mastery of vehicular African languages, and learning of international languages of communication.

Our Specific objectives

1. To facilitate communication and sharing of information among African ministries, Africa-based NGOS, and donors regarding successful means for monitoring nonformal education and ensuring its optimal contribution to overall national education and human resource development goals, including the extension of literacy, basic education and training to girls and women.

2. To reinforce the capacity of African educational personnel to identify and develop the particular strengths of these programmes.

3 To investigate and develop new models of partnership between ministries of education, other public agencies, and the diverse institutions of civic society involved in the provision of nonformal education and training.

4. To sponsor targeted policy research on the process and outcomes of nonformal education and on its role in educational system performance.

5. To help Co-ordinate-ordinate donor assistance for, and facilitate new joint investment in, innovative programmes and projects that develop nonformal educational potentials in African countries and that improve their co-ordination with the rest of the educational system.

6. To develop and test creative responses to the problems encountered in this field in Africa.

7. To promote broader and deeper awareness of the unique potentials and contributions of nonformal and informal education to the overall goals of Education for All.

Our Technical Role and Comparative Advantage

The Working Group on Nonformal Education is not itself a nonformal education agency, nor can it or should it seek to intervene directly in the field or steal the spotlight from practitioners and their institutions. Its function is rather to promote

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more effective collaboration among these actors, to reinforce their institutional and organizational capacities, to improve their access to critical resources, to bring into the light programmes and initiatives that have not been sufficiently recognized, and to draw lessons from this accumulated experience thorough support for -- and dissemination of -- careful evaluation and targeted research. Its "comparative advantage" and particular real of activity lie therefore in helping realize the immense potential of nonformal education programmes through support for conduct of appropriate evaluation, applied research, training, dissemination, R&D, cross-national comparison and exchange efforts, and through leveraging of related funding.

Our Institutional Structure

The structures created or employed by the ADEA Working Group on Nonformal Education to accomplish its goals and contribute to the realization of its vision must conform to several key principles:

- ☼ They will grow from and support the work of African practitioners in the field;
- ☼ They will remain light and flexible, based to the maximum extent possible on existing or nascent patterns of collaboration among concerned parities in each country;
- ☼ They will promote and nurture direction by African institutions on and for the African continent.

The various bodies and levels through which the NFE working Group will operate to achieve its objectives in the initial phases of its activity are the following:

1. The greater "assembly" or constituency of nonformal educators working in the field in Africa, or actively supporting their efforts in national ministries, African universities and research institutes, NGOS, donor agencies and other northern counterpart institutions constitute the base and final arbiter of the mission of the Working Group; and the representatives of these stakeholders able to attend the biennial meetings of the ADEA shall constitute its General Assembly.

2. National sponsoring institutions or "Working Groups": Each country wishing to collaborate actively in the activities and mission of the ADEA Working Group on Nonformal Education and to benefit from its venues in order to share its

   own experience and increase fruitful collaboration across African nations shall designate a structure or consortium comprising representatives of public sector, private sector and beneficiary organizations and institutions concerned with and active in the realm of nonformal education -- or it shall create a "National Working Group" to meet these same ends.

3. The ADEA-Working Group (AWG) itself shall have. three principal organs:

3.1 The General Assembly representing implicitly the large body of stakeholders described in (I),, above, - which will meet biennially, concurrently with the meeting of the full ADEA itself, and may be convoked exceptionally at other at other occasions (eg other international colloquia or conferences attended by representatives of a significant proportion of stakeholders) where necessity warrants and resources permit. It will be composed of all interested African country and donor agency representatives present at the ADEA meeting and attending the sessions of the Working Group and/or able to attend what ever other such meeting is convoked.

3.2 The Steering Committee of the AWG, jointly chaired throughout each two-year cycle of activities by an African Minister of Education and a donor agency representative nominated by the previous Steering Committee and approved by the General Assembly at its biennial meeting. The Steering Committee may be comprised in addition of other African Ministerial personnel, NGO representatives, and representatives of donor national working groups agencies and beneficiary organizations.

3.3 The WG Secretariat, currently housed in the Commonwealth Secretariat which is charged with the responsibility of coordinating implementation of the programme of activities and set of support functions established by the General Assembly and the Steering Committee, with monitoring and evaluating the success of these efforts, and with reporting on the currently assisted in its functions with respect to francophone and lusophone countries in particular by staff of UNESCO/Paris and the Club du Sahel.

ADEA Working Group on Nonformal Education
DRAFT OPERATIONAL GUIDELINES

The following operational guidelines are based on the Mission Statement of the ADEA Working Group on Nonformal Education and are designed to provide procedural direction for accomplishing the Group's underlying objectives and developing its programme during each two-year cycle of activities.

Working Principles

Programmes and activities shall be developed and implemented in general conformity with the following working principles:

1. **Selectivity:** Given its broad mandate and limited resources, the Working Group must select the particular activities that it can develop in any two-year period in the light of a clear set of criteria, which include respect of other principles articulated below and of the vocation and comparative advantage of the Group defined its Mission Statement, as well as an ongoing concern for four additional factors:

* Coherence: The activities should complement each other in accomplishing the objectives of the Working Group.

* Leverage: Priority should be given to activities with a high potential for eliciting host country (public and private sector) and/or donor agency support and buy-in.

* Requisite variety: Though the Group ne ither can nor should try to develop detailed programme on all dimensions of its mission during any given two-year cycle of activities, to the extent consistent with overall programme coherence, it will strive to ensure that a good geographic, linguistic and sectional (eg literacy vs other NFE vs HRD) sampling of its covered is covered in the set of activities undertaken during each exercise.

* Demand-driven and service orientation: The Working Group should aspire to become "demand-driven" to the greatest extent possible, rendering service as a first priority to African practitioners and sponsors of nonformal education. It must, however, be recognised that..... articulating and responding to appropriate and effective demand in a long-term effort which entails institutional development at all levels and includes procedures for the establishment and respect of the Group's biennial programme as much as those for inviting and responding to individual demands from interested countries or organizations. In particular, the Working Group cannot function as a "supermarket" or goservice station" for all concerns and solicitations addressed to it by members states or stakeholder organizations, but must pursue its own programme, as established by its General Assembly and Steering Committee.

2. **Country-based operations:** As an official organ of the ADEA, the Working Group has as its primary constituency and counterparts public sector representatives of interested ADEA member countries. However, by virtue of its Mission Statement and its fundamental orientations, ratified in Dakar by founding members, the Group naturally stresses the critical importance of collaboration among Ministries, private sector stakeholders and beneficiary organizations in the promotion of nonformal education. It follows that Country Working Groups or equivalent structures including representatives of those three sectors are the appropriate counterpart institutions for the Working Group and the appropriate channels or intermediaries for the submission of support requests and the organization of programmatic activities.

3. Comparative, contextual and gender-sensitive perspective: Three programme designed principles will be of particular importance in the choice and articulation of working Group activities:

(a) Cross-countly comparison: The Group will seek, to the maximum extent feasible, to sponsor and promote activities relating to any one of its current programmatic themes in more than one country at a time in order both to encourage comparison among country-specific experiences and

to give meaning to the notion that many of the answers to the problems and opportunities encounter in any given African context can be found in another.

(b) Contextual assessment: All research, evaluation and programme development activities or support efforts undertaken by Working Group shall be set in a triple context: (i) relations of the programme in question to the rest of the education sector in-country, and particularly to pertinent formal education structures; (ii) relation of the program in question to relevant economic and social development activities incountry; (iii) relation of the programme in question to "best practice" continent-wide. Preference will therefore be given to activity proposals and support requests that given evidence of this kind of "sectoral" and contextual perspective, or of a willingness and ability to undertake it.

(c) Gender-sensitive orientation: No programme or activity undertaken shall be considered exempt from gender-equity issues. Theinvestigation of, or concern for, the appropriateness of methodologies to men and women, young and old and the relative incidence of costs and benefits upon them shall be an automatics and obligatory part of research, evaluation and project design supported by the Working Group.

4. **Participatory and capacity-development bias:** All activities shall have as concurrent objective and evaluation criterion producing optimum impact on the training and professional of 12articil2ants, including local beneficiaries, through their hand-on participation in the design, budgeting, implementation and evaluation dimensions of the undertaking in question as well as through explicit training sessions organized to strengthen related technical skills.

Programme Components

1. Ta[geted evaluation and research: Involvements in the first realm shall be chosen from among candidate activities as a function of the current thematic emphases of the Working Group, its available resources and the criteria defined above. Four kinds of activity in particular are included:

- Programme evaluations of particularly innovative or interesting NFE field activities of support structures that fall within the purview of current thematic emphases of the Working Group and seem likely to provide valuable guidance to practitioners continent-wide and/or to bring to light neglected experience with great dissemination potential. These evaluations will be carried out in a participatory evaluation-research mode, wherever possible.

- Abbreviated sector studies of the sort defined above, to assist Country Working Groups or equivalent sponsoring bodies in countries where other programmatic activities are under way or anticipated to put their efforts in the context of a broader understanding of educational needs and development challenges in their countries.

- ☼ Targeted applied research on poorly understood topics of critical importance to the promotion of different varieties of nonformal education or the maximization of their potential: eg cost-effective applications of new technologies, equivalency mechanisms between NFE and formal education, etc.

- ☼ Research and development (R&D) efforts designed to develop and test promising new approaches to nonformal education or to support such incipient design efforts already under way in the field.

2. Training and cross-national exchange activities: These activities will be designed as an accompaniment, support and/or amplification of the particular set of evaluation and research involvement's chosen for development in the current two-year programmatic cycle of the Working Group and will include training seminars, site visits, and cross-national colloquia.

3. Ongoing information gathering and dissemination: This third programme component includes activities designed to inform relevant stakeholder groups about the operations of the Working Group, those necessary to link participants with sources of information inside and outside the continent on related efforts, and those required to coalesce and disseminate the fruit of the set of field activities undertaken by the Working Group in each two-year cycle of activities. Efforts made under the Third Component are particularly important as a means of "eliciting" appropriate demand from the field by demonstrating the relevance and coherence of the Working Group's programme, the kinds of results it can help produce, and the role that different stakeholders can play in bringing new patterns of public-private sector collaboration to fruition in their own countries, identifying the best of in-country experience, and proposing exciting new endeavours to the Working Group and its other members.

Results of First Binnial Research Programme of the ADEA Working Group on Nonformal Education

The research programme of the Working Group for the 1995-97 period covers three themes that derive directly from this mission statement and were selected as priority emphasises at the Working Group constitutive assembly held in Dakar, Senegal in February 1996:

A. Identifying effective patterns of public sector-private sector partnership and collaboration inthe promotion of nonformal education.

B. Developing complementarities between formal and nonformal delivery systems in basic education.

C. Meeting the local training requirements of effective socio-economic decentralisation.

All related studies were carried out in ways that would simultaneously –

- reinforce personal and institutional capacity on the continent for such applied and policy research on topics of interest to nonformal education;
- add to theAfrican-centered knowledge base regarding current conditions and effective strategies in nonformal educatoin and to its management and development by the African countries concerned; and
- involve practitioners in the conception, execution and interpretation of studies in participatory and action research modes.

All studies undertaken on the three themes were therefore carried out by teams of African researchers from the countries involved with the assistance of technical support institututions located on the continent itself and/or in Northern countries. Funding was provided variously by the ADEA and Working Group secretariats or by different of its member organisations.

It is thus evident that the program for these first two years espoused in reality parallel objectives of research and of "R and D". The former entailed conducting studies to develop new knowledge, whereas the latter involved carrying out the research in a new way in order to experiment with procedures and mechanisms that would permit the Working Group to make optimal contributions to related capacity building in Africa.

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In the rest of this report, we present sequentially

(a) the nature and principal results of the studies conducted (grouped by theme), plus the synthesis reports prepared to date;

(b) the major organizational and administrative lessons learned from their implementation; and

(c) the chief recommendations of participating researchers regarding --

- use and dissemination of results, both within the participating countries and at regional, continental or international levels, given the strengths and weaknesses of existing networks;
- priority themes and directions for future research activities of the Working Group;
- optimal organization of future research work, based on the experience of this first biennial program; and
- relations to create or preserve between research on NFE conducted under ADEA aegis in member countries on the one hand, and the activity program of national Working Groups (or their equivalents) in those same countries on the other.

1. Nature and Principal Results of Studies Conducted:

A. *Public Sector-Private Sector Collaboration:*

1. Public-private sector collaboration in provision of nonformal education: Case study of Ghana, Burkina Faso and Senegal
2. Public-private sector collaboration in promoting nonformal education for women and girls in Zimbabwe
3. Review of Adult Basic Education and training in South Africa: Precedents and prospects for private-public collaboration
4. The nature or collaboration among public, private and NGO sectors in the provision of Swaziland family health education
5. A study of collaboration designed to increase coverage of adult literacy provision in Botswana
6. Government, NGO and donor initiatives in providing basic education to rural women in Zimbabwe: Collaboration or separate involvement?

B. *Formal-Nonformal Education Collaboration*

1. Uncertain outcomes: Experimenting the adoption of outcomes-based assessment in South African ABE to facilitate formal/nonformal equivalency
2. Reaching out-of-school youth in Uganda: A case study of the "Complementary Opportunity for Primary Education" (COPE) Programme
3. Curriculum development for nonformal alternatives to missed primary education in South Africa: Hopes and frustrations
4. Bridging formal medical curricula and traditional healer skills in Uganda

5. The practical applications of Koranic learning in West Africa
6. Accelerated literacy for out-of-school youth in Burkina Faso: Case study of the Nomgana programme

C. Meeting the Training Needs of Effective Decentralisation

1. Décentralisation, autonomisation et construction des capacités locales en Afrique de l'ouest
2. Towards meeting training needs of "Jua Kali" artisans in Kenya: Some lessons of experience
3. Participatory action research on environmental pollution in Zimbabwe: Empowering decentralised initiative
4. Les contributions de l'éducation nonformelle à la renaissance des économies locales au Sahel
5. Skill learning for economic success: Strategies of West African women for knowledge acquisition (deux études constitutives en français)
6. Learning patterns and needs in the informal sector of the Sahelian economy: Chad and Senegal (deux études constitutives en français)
7. Ce qui te prend au dépourvu est plus fort que toi: Résultats et méthodes du volet prospectif de l'étude PADLOS-Education

D. Overview and Synthesis Studies

1. Widening the circle: Enlisting the collaboration of new partners in African educational development
2. Moyens de comlmunication avec les acteurs à la base: Réseaux et raisons en Afrique sahélienne
3. Exploring Rich Resources: Synthesis of WG/NFE research on nonformal education in Eastern and Southern Africa
4. Participant recommendations for strengthening research capacity. Synthesis of observations at the Harare Workshop
5. Sleeping on borrowed mats: Instruments and policies for aid to West African education in the 21st century.

WIDENING THE CIRCLE:
Enlisting The Collaboration Of New Partners In African Educational Development

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Abstract

To develop new patterns of collaboration between the educational system in Africa and its numerous partners, we would do well to seek first a better understanding of the collaboration – recognized and unrecognized – already taking place within the sector itself. This paper briefly examines a series of innovative and encouraging types of "partnering" that have been experimented in the domain of nonformal education over the last few years, including new forms of collaboration with communities, with development agencies, and between nonformal and formal delivery systems. It is based on studies carried out over the last two years by the ADEA Working Group on Nonformal Education.

Introduction

One critical starting point for the effort to develop and improve patterns of collaboration among the educational system in Africa and its many present and potential partners is to get a better understanding of the collaboration -- recognized and unrecognized -- already taking place within the sector itself.

Nonformal and adult education plays an important part in overall system performance in Africa and has essentially done so by drawing on and collaborating with a variety of partners who are not always as well represented in the rest of the system. In this paper, we want briefly to examine five important types of collaboration that presently characterize African nonformal education programs and may have useful implications for better partnering throughout the educational system:

(1) Public-private sector collaboration in educational improvement
(2) New partnerships between development agencies and educational providers
(3) Collaboration with and among communities themselves
(4) Collaborative research with African scholars and practitioners
(5) New complementarities between formal and nonformal delivery systems

Our remarks are essentially based on three series of studies recently completed under direct sponsorship of the ADEA Working Group on Nonformal Education (WG/NFE) or in collaboration with partner agencies: the PADLOS[1]-Education inquiry into decentralization and local capacity-building in West Africa (cf. Easton 1997b); the ABEL[2]-funded studies of new forms of knowledge acquisition in East and West Africa (cf. Easton and Closson 1997); and the ADEA-funded studies of relations between formal and nonformal education in Southern and Eastern Africa (cf. Closson, Capacci and Mavima 1997). For each we outline the central issues, summarize key recent findings, and present a few practical implications.

1. Public-private sector collaboration in educational delivery

The issues

In an era of shrinking public budgets, "rationalized" -- if not rationed -- foreign aid, and increasing government decentralization, it has become critically important to mobilize and coordinate *all* potential sources of support for education. The role of the state in many African countries is dramatically shifting and other

[1] "PADLOS" is the acronym for the "Projet d'appui au développement local dans le Sahel" (Support Project for Sahelian Local Development), a program initiated by the Comité Inter-états de Lutte contre la Sécheresse dans le Sahel (Inter-State Committee for Drought Abatement in the Sahel), based in Ouagadougou, Burkina Faso. The study was jointly supported by the CILSS, the Organization for Economic Cooperation and Development and the WG/NFE..

[2] ABEL stands for "Achieving Basic Education and Literacy", a long-term research project funded by USAID and coordinated by the Academy for Educational Development in Washington, DC. The NFE/WG took an active role in piloting a series of six studies under this aegis in 1996-1997.

actors have come on stage or have enlarged their involvement in social service provision. The entry into the educational field of growing numbers and types of *private organizations* – both nonprofit and for-profit – is a major case in point. It is also a phenomenon that has been developing in the area of nonformal education for a number of years, and lessons from that experience may now be of use to the entire educational system.

Though nonformal education has always been an arena of private endeavor and highly varied supply, the collapse of funding for public programs of this nature in the early 1980s, coupled with rapid growth in the number and activity level of nongovernmental organizations (NGOs) and in local community initiatives to make up for the shortfall in government services, began fundamentally transforming the "topography" of literacy and training over a decade ago.

The findings

Several studies conducted under WG/NFE aegis in eastern and southern Africa focus on emerging patterns of relationship between private and public providers of nonformal education and reveal both great potential and major pitfalls.

- Private for-profit enterprises (PFPs) of training and nonformal education -- many established by Africans in recent years – are a growing though distinctly minority presence, most evident in sectors of middle-income African countries (like the rural water management domain in Ghana) where there are both relatively abundant resources and strong training needs.
- Private nonprofit agencies (PNPs, generally termed nongovernmental organizations or "NGOs") have proliferated over the last decade, particularly in lower income countries, where opportunities for entrepreneurial endeavor appear still quite restricted. They account for an increasing proportion of educational service delivery and enjoy a flexibility and sometimes an efficiency that can enhance performance. At the same time, they are frequently in competition with each other for funds and are sometimes perceived by local actors and associations as parasitic. NGOs may also adopt conflictual policies that undermine other sustainable development efforts: in one case studied in East Africa but encountered elsewhere, an NGO practice of paying local teachers well above market rate -- and above what community associations could possibly – afford sapped energies for an innovative and locally-owned alternative schooling program .
- Together these private actors are now responsible for a major proportion of the great variety of nonformal educational services delivered locally in African countries. Though inter-group coordination and efforts at facilitative State supervision are more common in education – and in literacy and nonformal education in particular -- than in any other sector of development, they still leave a great deal to be desired. Governments have manifestly not yet mastered the facilitative, regulatory and coordinating role that they are called upon to play, despite laudable pronouncements in favor of "faire faire" (help

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them do it) policies, as in Senegal. The bureaucratic model of public behavior still prevails and clearly does not fit the new situation.

- Local beneficiaries continue to be the most underrepresented stakeholder group in nascent efforts at NGO and PFP coordination: participatory evaluation and planning are not yet the rule. Yet local actors are, in the long run, those most concerned, for they must sustain whatever is to be sustainable. As a Moré proverb (Burkina Faso) reminds us, "The one who sleeps on a borrowed mat must realize he is lying on the cold, cold ground."

The practical implications

Effective yet minimally-intrusive coordination, plus a judicious balance between regulation and stimulation, are obviously sorely needed -- characteristics of a new kind of public-private sector relationship that uses the authority of the former to nurture and orient the dynamism of the latter. Playing such a facilitative role requires much greater competence of public sector personnel than does a traditional bureaucratic model of behavior and so poses the question of the training and incentives of public sector staff. Even in the best of cases, however, it seems highly unlikely that appropriate models of public-private sector collaboration can be developed and monitored strictly from a national level or without the active intervention of beneficiary representatives and local groups, a fact which argues strongly for greater decentralization of decision-making and more subregional responsibility for system coordination.

2. New partnerships between development agencies and educational providers

The issues

The development of civil society throughout Africa and the movements of economic and social decentralization that currently traverse the continent are creating a pronounced demand for training, as well as rich new opportunities for learning, among the members and leaders of the nascent local enterprises, community associations and non-governmental organizations involved. For local men and women to assume new responsibilities in activities as diverse as health service delivery, crop marketing, credit mutual administration and natural resource management, they must also acquire new skills and knowledge.

That reality has stimulated an unprecedented level of three-way collaboration among (a) local communities and associations, (b) agencies and NGOs concerned with development, and (c) providers of literacy, education and training for adults and for those beyond school-entry age. In such circumstances, "education for human development" is no longer just a slogan and credo: it is becoming a local game plan in which developers and educators share critical and complementary roles. Increasingly, development services are realizing that economic investment and resource management activities at the local level are

simply not sustainable unless local people understand, appropriate and staff them. At the same time, communities and new civil society associations are realizing that education does not serve their purposes unless it prepares them and their children to control the stakes and levers of their own local development as well as to qualify for further learning. And both are wanting to partner with educators in accomplishing these goals.

The findings

This new level of collaboration with development agencies and communities, and the factors driving it, were the subject of a two-year study in which the WG/NFE took part on "Decentralization and Local Capacity Building in West Africa." Findings indicate – as the pronouncements highlighted in Box 2 illustrate – that civil organizations are pressing for greater autonomy in management of their own development activities. Without increasingly functional levels of literate competence – whether in African or international languages, in Western or Arabic script – local people have great difficulty getting beyond the rudimentary levels in assumption of new responsibility or instituting systems of democratic accountability.

Developments in southern Mali over the elapsed decade, closely examined in the PADLOS-Education Study, illustrate the potential that intersectoral collaboration and community empowerment may unleash under such circumstances. The upward spiral began with the transfer of responsibility for local management of crop markets and agricultural credit facilities to villages having sufficient numbers of literate adults to absorb the necessary training. Revenues that the new village associations accumulated in the process served then to fuel local investments in areas such as natural resource management, animal husbandry, health service delivery, and community governance -- each decided by villages representatives and requiring (or preceded by) further training of association members. The detonator for this cycle of locally-directed "capitalization" was thus *direct collaboration among education providers, rural development agencies, and the communities themselves*. And in southern Mali, as elsewhere each time viable development activities and pertinent training are blended and interleaved, the consequence has been that numerous local communities have begun financing and replicating the educational undertaking on their own from the proceeds of the new economic and social activities that it has allowed them to direct.

The practical implications

Thanks to the impetus of decentralization, we are witnessing on the part of development agencies and civil society organizations alike, radically increased interest in education as a means for achieving locally-managed and locally-sustainable development, as well as a vehicle of cultural enrichment and access to urban labor markets. This is an extremely hopeful sign, but the focus of such interest is on "education" in its broadest connotations -- that is, the entire set of training and learning activities that provide the competencies and confidence required for self-directed development -- and on improved "interleaving" of education and development. Nonformal educators are increasingly required to master this key articulation between the economic and the instructional domains, an area where private providers like NGOs that embrace multiple branches of local development may therefore have a comparative advantage.

Box 1

Rural producers insist on training

The following is an excerpt from the closing declaration of the Congress of Rural Organizations held in Dédougou, Burkina Faso in October 1994:

"From October 3rd to 6th, 1994, over 200 peasant members of 100 peasant organizations from all 30 provinces of Burkina Faso held their first national meeting for and by peasants themselves... The peasant organizations were able to broach matters that are of weightiest concern to them:

...Fifth, the peasants are determined to seek with and from their partners, the kind of support that will enable them to assume their responsibilities. It is first and foremost a question of responding to their need for training, particularly training in financial and organizational management, training in technical topics appropriate to the new conditions of agricultural production. The peasant organizations seek partners who recognize and respect their experience and their needs..."

(Devèze 1996, pp.173-174)

3. Collaboration with and among communities: Brokering new social contracts

The issues

In a period of African history when social tensions may be exacerbated by the transitions and dislocations of uncertain growth, education has an increasingly important role to play in promoting renewed collaboration with (and within) communities, as well as better partnering *across* their natural dimensions of diversity

(age, gender, ethnicity, religion.). WG/NFE studies over the last two years have focused on areas where this bridge-building has been underway.

The findings

In recent years, local schools across Africa have happily sought increased levels of parent and community participation in their governance and a closer relationship between classroom and social environment. But the role of education in defusing conflict and brokering new social contracts can and should go beyond this initial form of collaboration. A number of experiences in nonformal education, highlighted in studies conducted over the last two years, illustrate the potential:

- *Complementary roles for young and old in community enterprise*: In the village of Nwodua (central northern Ghana), nonformal training in literacy and water management undertaken by returned emigrants resulted in creation of a local primary school and in development of a whole new structure of community governance, where elders advise a Town Development Council composed of newly-literate middle-age adults, whereas younger members assume technical tasks. Gerontocracy, a benevolent system for other circumstances, seems to have been progressively replaced by a new complementarity among age groups effected by local people themselves.
- *New opportunities for women in income-generating activities – and in society*: A study of skill acquisition by women in income-generating groups in Burkina Faso, Mali and Senegal demonstrated that the growth of such women's voluntary associations has increased the prominence of women in "mixed" groups as well and initiated some gradual redefinition of female roles and responsibilities in the communities concerned. In a few villages of the Thiès region of Senegal, newly-literate leaders of local women's associations took it upon themselves, after joint study of maternal and child health issues, to convince village authorities to ban female circumcision and, once they succeeded, organized their own delegations to neighboring communities in order to enlist broader commitment.
- *Acquisition and application of conflict-resolution skills*: Nonformal training groups for women in rural Senegal affiliated with Tostan[3] studied conflict-resolution skills and began establishing unofficial tribunals for mediation that, according to police records, have markedly diminished the number and gravity of cases that come into the justice system in their regions.
- *Fostering new networks among local communities and groups:* In numerous communities studied throughout West Africa, nonformal training activities have provided a vehicle and venue for new forms of inter-community alliance, often traversing ethnic and religious barriers. In Burkina Faso, an

[3] "Tostan," a Wolof word for "breaking out of the egg", is also the name of an NGO located in Thiès, Sénégal and devoted to promoting nonformal education and training for women in rural and poor urban localities throughout the country.

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organization ("Song Taaba") founded as an outcome of literacy acquisition by women in an urban neighborhood of Ouagadougou to create food-transformation businesses has been reaching out to groups of women throughout the central region of the county to create women's marketing networks. In Senegal, a village association in Fandène supported by ENDA/GRAF[4] has developed a network of 20 credit mutuals across as many surrounding communities of differing ethnic composition, and has even organized technical assistance teams to help simiarly-inclined groups in poor urban neighborhoods.

- *Bridging local and international knowledge*: Nonformal education programs have habitually given prominence to literacy in African languages, both as a functional and cultural asset and as a stepping stone to international-language learning. In the processm they have amassed a considerable reserve of African-language literature on local history and knowledge likely to enrich future primary and secondary schooling. Two of the studies carried out under WG/NFE aegis over the past two years investigated this dynamic: one on bridges between traditional herbal medicine and modern medical training in Kenya, the other on learning from elders' knowledge in natural resource management projects in Mali.

The practical consequences

To the degree that education becomes a truly local function, rather than an import largely directed from central levels, it provides a critical platform for brokering and working out the new social contracts that sustainable development requires -- in short, for facilitating new partnerships at the ground level. "Localizing" education in this manner without comprising genuine quality means well-supported and well-conceived decentralization, ample training... and increased collaboration between formal and nonformal education, a topic to which we shall return in conclusion.

4. Broader collaboration in educational research and planning

The issues

"Where there is no vision, the people perish," it is said. Yet how are we to make the vision-generating activities of educational research and planning a more relevant and integral part of the conduct of African education, a more collaborative endeavor? Some of the experience gained by the WG/NFE in conducting such activities and forging new research partnerships may add insight to this arena, which is of concern to all branches of the educational system.

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[4] ENDA, initials of an organization named Environnement et Développement, is located in Dakar, Senegal. GRAF stands for "Groupe de recherche, action et formation": Research, Action and Training Group, an ENDA affiliate.

The findings

Three major observations stand out from our experience with broadening collaboration in educational (and related) research and planning.

The first concerns *the importance of involving local actors in applied research endeavors through participatory methodologies*, and of enlisting national researchers in the necessary technical support and guidance. In a number of cases, WG/NFE-affiliated studies over the last two years have modeled precisely this approach: National researchers were engaged, under performance contract, to identify, contract, train and coordinate local research teams (generally named in turn by their communities or local associations) in areas where particularly innovative nonformal education experiences were underway. The researchers then assist these local participants in the definition of inquiry topics within the general area of interest, the development of research plans and the execution and interpretation of studies. Though there are inevitably a multitude of difficulties to be resolved in the decentralized research process, such approaches have two enormous advantages:

- ☼ making local actors direct stakeholders of educational research; and
- ☼ providing them -- and the national researchers involved -- with an intense and hands-on training experience in the generation and use of locally-relevant research.

The second related lesson of experience concerns *the kind of institutional configuration that can sustain such local involvement and national researcher direction*. The best example in this regard comes from WG/NFE studies recently completed in five countries of southern Africa. The system established was, in effect, four-tiered. Within each of the countries, *national* researchers from selected institutions developed topics and helped organize and train *local* participants. They were in turn assisted and coordinated by an African "technical support institution" with a *regional* vocation: in this case, a research institute of Specis College in Zimbabwe with an assist from the SACHED Trust in South Africa. Further logistic and research support for the development and exercise of this new regional vocation was provided on an *international* basis by a northern research institute: in this particular case, the Center for Policy Studies in Education of the Florida State University (USA), contracted to this end by the Steering Committee of the WG/NFE. A combination of international and cross-national African collaboration thus provided the momentum for accomplishment and dissemination of a series of critical studies involving both national and local contributors.

The third arena of experience is that of *participatory educational and social planning*. In their frequent role of training organizers for development operations, nonformal educators have been involved over the years -- though less regularly than might have been optimal -- in piloting "participatory evaluations" of those operations,

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often relying on their own local trainees as the fulcrum point for this collective reflection. Such initiatives typically provide an entry point for greater participation of local people in the planning of development operations as well (cf. Easton 1997a). A new effort of this nature conducted with ADEA participation under CILSS[5] direction over the last two years furnishes some additional evidence of the high interest and great capacity of local actors for enhanced roles in educational policy and planning. Educators developed across five countries of West Africa the prototype for a large-scale exercise of future visioning, entitled "Sahel 21", in which selected local communities were asked to examine

- what had changed in their environment over the last thirty years from an ecological, demographic, economic, political and educational point of view;
- what factors underlie such trends and where they might be leading;
- what futures different groups in the community would prefer to the projected ones; and
- what might be done at local and national levels to move toward the desired scenarios.

The undertaking elicited a high level of enthusiasm among participants of all ages and categories at the local level and provided critical fresh input for the planning process within CILSS.

The practical implications

One excellent way of developing the competence of national educational researchers and planners while helping them enhance the relevance of their work is to grant them (under performance contract) responsibility for organizing and training *local* partners in the execution of participatory research and planning endeavors -- activities that are shaped by local perceptions of problems and genuinely "owned" by stakeholders. There are few more effective ways of "widening the circle" or of giving voice to the ultimate artisans and beneficiaries of educational improvement. As a Zimbabwean proverb succinctly puts it, "Stories of the hunt will be stories of glory until the day when animals have their own historians!"

[5] Comité Inter-états de Lutte contre la Sécheresse dans le Sahel -- Interstate Committee for Drought Abatementin the Sahel.

5. New complementarities between formal and nonformal education

The issues

Collaboration fundamentally means *broadening the company of those concerned with, and actively contributing to, educational improvement*. In this realm, as in so many others, charity surely begins at home: we must start by broadening our own image of education and its *dramatis personae*. It is high time that the educational system in fact become one -- a system, that is, whose parts in fact mesh; or, to choose a less mechanical metaphor, high time that it grow into the flexibly-knit organ of social renewal that it most certainly can be[6]. How can we nurture better partnering among the varied formal, nonformal and informal dimensions of the educational enterprise on the African continent?

The findings

Studies conducted with ADEA participation over the last two years have focused on a variety of emerging complementarities between formal and nonformal learning, as well as a variety of "hidden" dimensions of the educational system. They have covered topics like the following under-researched issues:

- the practical applications of Koranic learning in Islamic West Africa,
- the experimentation of mature-age entry and equivalency schemes for older higher education applicants throughout southern Africa,
- the development of alternative African-language based forms of primary education in Burkina Faso,
- the acquisition of new skills by informal sector apprentices in Chad,
- training in transformative learning for local church leadership in Kenya,
- grafting formal vocational training centers on nonformal educational bases in Ghana,

...and a series of related topics chosen to broaden our vision of what education is, of the variety of modalities through which it is created, and of the mutually-supportive roles that the formal and nonformal sectors can play in catalyzing this larger social reality.

The results of these studies paint a picture of education in "rich and vibrant colors," to quote the title of Budd Hall's 25th anniversary article on the evolution of nonformal education in the international review *Convergence* (Hall 1993) -- a picture of a pluralist but potentially collaborative and highly dynamic system, which might be

[6] One is reminded of the story of Mahatma Gandhi's arrival in London in 1946 to sign the agreement leading to the independence of India from British rule. Asked by a reporter on his descent from the airplane what he now thought of Western Civilization, he responded simply, "I think it would be a good idea."

rather drably presented as a series of concentric circles like those in Figure 1. Here formal education lies in the center, but is surrounded on all sides by the many varieties of nonformal training. Both are in turn embedded in the myriad daily habits and resources of informal learning, and the entire system is squarely set within the larger social context. Few formal school graduates or drop-outs actually assume productive roles in society without passing through some form of nonformal apprenticeship and informal learning; and lessons learned from life and in nonformal venues are often best acquired on a foundation of formal education or brought to fruition by subsequent cycles of schooling.

The practical implications

One of our greatest and most exciting challenges in increasing collaboration for educational renewal over the upcoming decade is certainly to perfect collaboration and complementarity *within* the broader educational system itself. Education is a broad social process that, unless purposefully obstructed, proceeds with or without the support of specific external forms and institutions -- though it advances furthest and meets social needs most fully if collective resources are mustered and a variety of interlocking institutional venues created to facilitate it. The variety of the system is its strength, and collaboration among its diverse parts the lifeblood that allows it to grow. Nonformal education provides a laboratory for new modes of instruction, a bridge between formal education and the social context, a needs-based and flexible modality for spreading learning throughout the community and for encouraging the continual use and development of the kind of abilities schools seek to foster. Formal education supplies the structure to generalize delivery, a standards-based modality for ensuring quality, a hierarchy for scaling new heights in technical prowess. Informal learning undergirds both.

It follows that developing equivalencies, passages and reciprocities among these three arenas, and the multitude of specific forms inhabiting them, must be high on the agenda of educators in the new century. Let there be greatly increased collaboration for educational improvement Africa-wide, and let it be modeled at home -- within the interstices of the system itself!

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Association for the Development of Education in Africa
Working Group on Books & Learning Materials
Seminar/Workshop: Book Policy in Natinal Languages

Conclusions and Recommendations

On the occasion of the Biennale of the Association for the Development of Education in Africa, the Working Group on Books & Learning Materials met at UNESCO/BREDA. The aim was to analyse the situation for publishing school textbooks and literature in national languages, and to propose strategies which would respond to the need for the provision of school books and other materials, as the essential foundation for the establishment of permanent literacy.

The participants at this meeting came from the public sector, non governmental organisations and the private sector in the Sahelian countries (Niger, Mali, Burkina Faso, Senegal) as well as Cote d'Ivoire, Cameroon and Madagascar. The dialogue between these stakeholders, involved in publishing books in national languages, resulted in the following conclusions and recommendations:

1. Book Policy

The necessary pre-condition for a book policy in national languages is the official introduction of national languages into the formal education system.

1.1 To integrate publications in national languages into the general framework of book supply to schools, and to submit these materials to the same procedures, in terms of conception, editing, production, printing and distribution, as materials in French, English or Portuguese.

1.2 To aim for the ratio of 1 textbook per pupil, in order to promote the development of a literate environment.

1.3 To open up the dialogue with all the stakeholders involved in publishing: the public and private sector, NGOs and funding agencies in order to promote synergy between the government (all the ministries concerned: Education, Culture, Communication, Transport, Finance), the private publishing sector and the NGOs in the establishment of book policy.

1.4 To analyse the publishing situation in each country in order to reach a viable division of Tabour, that will ensure provision for publishing in national languages, and promote the participation of the private sector.

1.5 To make the Ministry of Education's and funding agencies' procedures for putting educational book procurement out to tender more flexible, in order to open up the market for educational materials.

2. The Book chain

2.1 To ensure the technical and pedagogic training of all those involved, according to needs established by the national publishers' associations and the Ministries of Education and Culture, in collaboration with the African Publishers' Network (APNET).

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2.2 To set up an effective distribution system through consultation between the state, the private sector, the NGOs and the associations.

3 Economic and financial aspects

3.1 To create a fund for supporting publishing in national languages and for facilitating access to credit by publishing houses.

3.2 To foster the development of national publishing through the removal of taxes on imports such as paper, ink, film, etc.

3.3 To create a fund to provide guarantees in favour of national publishers during international tenders.

3.4 To promote cooperation between existing publishing structures in different countries of the region in the production and dissemination of national language materials, in order to make publishing, particularly in cross-border languages, more cost effective.